

**LYNCHBURG CITY COUNCIL**  
**Agenda Item Summary**

MEETING DATE: **December 10, 2002**

AGENDA ITEM NO.: **8**

CONSENT:

REGULAR: **X**

CLOSED SESSION:  
(Confidential)

ACTION: **X**

INFORMATION:

ITEM TITLE: **Conditional Use Permit (CUP) – Centra Health Inc. / Bridges Treatment Center**

RECOMMENDATION: Approval of the requested CUP.

SUMMARY: Centra Health Inc. / Bridges Treatment Center is petitioning for a Conditional Use Permit at 693 Leesville Road to amend the existing Master Development Plan to allow the temporary retention of an existing modular classroom, the construction of additional cottage / classroom space and the construction of a nature walk on the existing campus in an R-4, Multi-Family Residential District. The Planning Division (PD) recommended approval of the CUP because:

- ? Petition agrees with the Comprehensive Plan, which recommends an Institutional use for the subject property.
- ? Petition agrees with Zoning Ordinance in that private non-profit hospital and school uses are permitted in residential districts upon approval of a CUP by the City Council.
- ? Petition proposes expansions on property currently owned and operated by Centra Health.

Section 35.1-15(f) of the Zoning Ordinance states: "In approving a conditional use permit City Council may impose any conditions which it deems necessary or appropriate."

PRIOR ACTION(S):

November 13, 2002: Planning Division recommended approval of the CUP.

Planning Commission recommended approval (7-0) of the CUP with the following conditions:

1. Additional landscaping will be provided in front of the parking area adjacent to Leesville Road. Species and height requirements will be subject to approval of the City Planner and Urban Forester.
2. Proposed buildings will be similar in design to existing cottages and subject to approval of the City Planner. Design of the proposed cottages will be comparable on all sides.
3. Stormwater will be mitigated using a combination of low-impact Best Management Practices (BMPs) to address both quantity and quality of the runoff. Practices are subject to the approval of the Robert E. Lee SWCD Conservation Administrator.
4. A fifty (50) foot natural area will be retained along the eastern property line. Limits of clearing will be clearly marked and inspected by City staff prior to the start of construction.
5. The temporary modular classroom will be removed by June 2004.
6. The property will be developed in substantial compliance with the site plan dated October 31, 2002 and received November 5, 2002.

FISCAL IMPACT: N/A

CONTACT(S):

Rachel Flynn / 847-1508, ext. 253

Tom Martin / 847-1508, ext. 226

ATTACHMENT(S):

- ? Resolution
- ? PC Report
- ? PC minutes
- ? Site plan
- ? Narrative

REVIEWED BY: lkp

## RESOLUTION

A RESOLUTION GRANTING A CONDITONAL USE PERMIT TO CENTRA HEALTH, INC./BRIDGES TREATMENT CENTER FOR USE OF THE PROPERTY AT 693 LEESVILLE ROAD TO AMEND THE EXISTING MASTER DEVELOPMENT PLAN, SUBJECT TO CERTAIN CONDITIONS.

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BE IT RESOLVED BY THE COUNCIL OF THE CITY OF LYNCHBURG That the petition of Centra Health Inc./Bridges Treatment Center for a Conditional Use Permit for use of the property at 693 Leesville Road to amend the existing master development plan to allow the temporary retention of a existing modular classroom, to allow the construction of an additional cottage/classroom and to allow the construction of a nature walk on the existing campus be, and the same is hereby, approved, subject to the following conditions:

1. Additional landscaping will be provided in front of the parking area adjacent to Leesville Road. Species and height requirements will be subject to approval of the City Planner and Urban Forester.
2. Proposed buildings will be similar in design to existing cottages and subject to approval of the City Planner. Design of the proposed cottages will be comparable on all sides.
3. Stormwater will be mitigated using a combination of low-impact Best Management Practices (BMPs) to address both quantity and quality of the runoff. Practices are subject to the approval of the Robert E. Lee SWCD Conservation Administrator.
4. A fifty (50) foot natural area will be retained along the eastern property line. Limits of clearing will be clearly marked and inspected by City staff prior to the start of construction.
5. The temporary modular classroom will be removed by June 2004.
6. The property will be developed in substantial compliance with the site plan dated October 31, 2002 and received November 5, 2002

Adopted:

Certified:

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Clerk of Council

248L

The Department of Community Planning & Development  
City Hall, Lynchburg, VA 24504 434-847-1508

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**To:** Planning Commission  
**From:** Planning Division  
**Date:** November 4, 2002  
**Re:** **CONDITIONAL USE PERMIT (CUP): 693 Leesville Road**

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**I. PETITIONER**

Virginia Baptist Hospital (Centra Health, Inc.), 3300 Rivermont Avenue, Lynchburg, VA 24503  
**Representative:** Mr. Jeffrey Yentz, Centra Health, Inc., 3300 Rivermont Avenue, Lynchburg, VA 24503

**II. LOCATION**

The subject property is a tract of 13.09 acres located at 693 Leesville Road.  
**Property Owner:** Virginia Baptist Hospital (Centra Health, Inc.), 3300 Rivermont Avenue, Lynchburg, VA 24503

**III. PURPOSE**

The purpose of this petition is to amend the previously approved master development plan to allow for building and parking additions to the existing Bridges Treatment Center.

**IV. SUMMARY**

- ✍ Petition agrees with the Comprehensive Plan, in that private non-profit hospital and school uses are permitted in residential districts.
- ✍ Petition agrees with the Zoning Ordinance in that private non-profit hospital and school uses are permitted in residential districts upon approval of a CUP by the City Council.
- ✍ Petition proposes the expansion of the existing hospital and school use (Bridges Treatment Center).

**The Planning Division recommends approval of the CUP petition.**

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**V. FINDINGS OF FACT**

1. **Comprehensive Plan.** The Lynchburg *Comprehensive Plan* recommends an Institutional use for the subject property. Institutional uses are described in the *Comprehensive Plan* as “religious, educational and other non profit entities (including private non-profit hospitals and service clubs/organizations) in the City”. Neighborhoods & Housing, Objective 1.C, states that all institutions should be encouraged to prepare master plans showing the location of existing and proposed facilities. Institutions are also encouraged to work with surrounding neighborhoods to ensure that the master plan will have neighborhood support.  
  
The proposed building additions and parking areas are expected to occur within the next two (2) years. The site improvements are considered to be “in-fill” development, as they will occur on property currently owned by the Centra Health. Bill Gorman, the on-site Administrator for Bridges, conducted a door-to-door survey of residents. Bridges also distributed an area-wide mailing to alert neighbors of the proposed additions. At the time this report was submitted, the City’s Planning Division had not received any public comment about the proposed project.
2. **Zoning.** The subject property was annexed into the City in 1976. The existing R-4, Multi-Family Residential zoning was established in 1978 with the adoption of the current *Zoning Ordinance*. The submitted petition does not propose to change the existing R-4, Multi-Family Residential zoning.
3. **Board of Zoning Appeals (BZA).** The Zoning Official has determined that no variances will be needed for the proposed building and parking additions.
4. **Surrounding Area.** The following items have required City Council approval in the immediate area.
  - ✍ On June 13, 1995, Lynchburg City Council approved Virginia Baptist Hospital’s CUP petition for the construction of dining facility and building additions at 693 Leesville Road.
  - ✍ On April 9, 1996 Lynchburg City Council approved Virginia Baptist Hospital’s CUP petition Cross School for the construction of cottage and parking additions at 693 Leesville Road.

✍ On August 14, 2001, Lynchburg City Council approved Lynchburg General Hospital's CUP petition for the retention of a temporary classroom facility and the construction of one (1), twenty-resident cottage and additional parking for the site at 693 Leesville Road.

5. **Site Description.** The subject property is a tract of 13.09 acres that currently includes the Bridges Treatment Center facility. The site is bounded to the north by multi-family residential units and to the east and west by single-family homes. Properties to the south of the site are a combination of offices and single-family homes. An evergreen buffer is located along the northern and southern property lines. The eastern portion of the property is heavily wooded.
6. **Proposed Use of Property.** The purpose of the CUP is to allow for the retention of the temporary classroom facility, construction of two (2), twenty-resident cottages, classroom space, nature trail and associated parking for Bridges Treatment Center.
7. **Traffic & Parking.** Leesville Road is a four-lane arterial street with traffic volume of about 11,000 vehicles per day, which is well below the rated capacity of the roadway. The facility is not expected to generate a significant amount of traffic.

The City Traffic Engineer had no comments of concern regarding the proposed building and parking additions.
8. **Storm Water Management.** A stormwater management plan will be required for the construction, because new impervious areas will exceed 1,000 square feet. The owner has ample property to construct storm water detention facilities. The Robert E. Lee, Soil & Water Conservation Administrator recommends that a combination of low-impact Best Management Practices (BMPs) be used to mitigate stormwater in lieu of a detention facility. This design would improve water quality and the aesthetics of the facility.
9. **Impact.** Centra Health, Inc. has submitted a proposed revision to their Master Plan for Bridges Treatment Center to construct two (2), twenty-resident cottages with thirty-five (35) additional parking spaces to the campus. The revisions also provide for the retention of a temporary modular classroom until one of the permanent cottages is completed. The project would increase the facility's current base population by forty (40), bringing the total to one hundred two (102) residents. The proposed additions would provide six new classrooms and a series of offices/consult rooms. There are no other plans for future additions to the Bridges Treatment Center facilities.

The site plan indicates removal of landscape beds along the front of the property due to proposed parking. Additional landscaping in front of the proposed parking would offset the loss of the existing landscape beds and serve to screen the proposed parking area from Leesville Road.

Also, of particular concern to the Planning Division is the design of the proposed cottages in relation to the adjacent residential areas. The exterior of the existing cottages should compliment adjacent residential uses. If materials and design are similar to the existing cottages this concern should be alleviated. The petitioner has stated that it is the intent to design and construct the proposed buildings similar to those that currently exist on the property.

Since impervious areas will exceed 1,000 square feet, a stormwater management facility will be required for the project. A combination of low-impact Best Management Practices (BMPs) would improve water quality and the aesthetics of the facility.

The proposed trail system along the eastern portion of the property may remove some of the existing hardwoods from the forested buffer. Retention of a fifty (50) foot undisturbed area should provide an adequate buffer area between the trail area and "Alta Lane".
10. **Technical Review Committee.** The Technical Review Committee (TRC) reviewed the preliminary site plan on October 22, 2002. Comments related to the proposed additions were minor in nature and have or will be addressed by the developer prior to final site plan approval.
11. **Conditions.** According to Section 35.1-15 (f) of the Zoning Ordinance, the Planning Commission or City Council may impose any conditions deemed necessary of appropriate in approving a CUP.

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## VI. PLANNING DIVISION RECOMMENDATION

**Based on the preceding Findings of Fact, the Planning Commission recommends to the City Council approval of the petition of Bridges Treatment Center for retention of the temporary classroom and**

construction of building/parking additions in an R-4, Multi-Family Residential District, subject to the following conditions.

1. Additional landscaping will be provided in front of the parking area adjacent to Leesville Road. Species and height requirements will be subject to approval of the City Planner and Urban Forester.
2. Proposed buildings will be similar in design to existing cottages and subject to the approval of the City Planner. Design of the proposed cottages will be comparable on all sides.
3. Stormwater will be mitigated using a combination of low-impact Best Management Practices (BMPs) to address both quantity and quality of the runoff. Practices are subject to the Approval of the Robert E. Lee SWCD Conservation Administrator.
4. A fifty (50) foot natural area will be retained along the eastern property line. Limits of clearing will be clearly marked and inspected by City staff prior to the start of construction.

This matter is respectfully offered for your consideration.

William T. Martin  
City Planner

pc: Mr. L. Kimball Payne, III, City Manager  
Mr. Walter C. Erwin, City Attorney  
Ms. Rachel O. Flynn, Director of Community Planning & Development  
Mr. Bruce A. McNabb, Director of Public Works  
Mr. R. Douglas DeJarnette, Fire Marshal  
Ms. Judith C. Wiegand, Strategic Planner  
Mr. J. Lee Newland, Director of Engineering  
Mr. Gerry L. Harter, Traffic Engineer  
Mr. Karl Cooler, Building Commissioner  
Mr. Arthur L. Tolley, Zoning Official  
Mr. Robert S. Fowler, Zoning Official  
Mr. Jeffrey Yentz, Petitioner/Representative

## **VII. ATTACHMENTS**

1. Vicinity Zoning Pattern (see attached map)
2. Vicinity Proposed Land Use (see attached map)
3. Site Plan (see attached site plans)
4. Narrative (see attached Narrative)

THESE MINUTES HAVE NOT BEEN REVIEWED OR APPROVED BY THE PLANNING COMMISSION

Petition of Centra Health Inc. for a Conditional Use Permit for the Bridges Treatment Center at 693 Leesville Road to amend the existing Master Development Plan to allow the temporary retention of an existing modular classroom, the construction of additional cottage / classroom space, and the construction of a nature walk on the existing campus in an R-4, Multi-Family Residential District.

Mr. Tom Martin, City Planner, explained that the petition proposed the addition of two buildings, which would provide additional classrooms and beds for forty (40) more students. He said the proposed changes were in compliance with the Comprehensive Plan. He explained that the R-4 multi-family residential district zoning would remain as is, and no variances would be required from the BZA. Mr. Martin noted that of particular concern to the Planning Division was the retention of a buffer area between the proposed trail system on Alta Lane and maintaining a landscaped area between the parking additions and Leesville Road. He said the petitioner was acceptable to enhance these areas.

Mr. Bill Gorman, Director of Bridges Treatment Center, represented the petition. Mr. Gorman said Bridges started in 1987 as a substance abuse program but was discontinued after one and a half years due to lack of funding sources and referrals. He said, however, they had a tremendous number of referrals for children with behavior problems, learning disabilities; failed adoptions and abandonment, so the program focused on that level of care. Mr. Gorman told the Commissioners that their program now served children between the ages of 6 and 17 with the average age being 11.4 years old. He said Bridges was licensed for 62 children, who came from across the commonwealth. He noted many of the children were residents for between 9 and 18 months, and then they went back to their families or other facilities. Mr. Gorman said they might get as many as 13 referrals per month, but the number of referrals for this past October was 66. He said one reason for the high number of referrals was because other residential facilities had closed. Mr. Gorman added that the Department of Social Services and the Virginia Department of Education were requesting Bridges Treatment Center to increase the number of beds at their treatment center.

Commissioner Echols asked if there was a second entrance and exit to the site.

Mr. Gorman said there was only one entrance onto the site.

Mr. Martin said in this instance the City wanted to retain the residential feel and character to the area and added that Centra Health had done a good job in providing fire accesses to all of the cottages in the back while still maintaining the campus feel.

Chair Dahlgren asked Mr. Gorman to share the results of his visits with the neighbors. He also asked about removing the temporary classroom after the first cottage was complete, and said he would like to get a specific date as to when it would be removed.

Mr. Gorman said he canvassed the neighborhood on two different occasions, but was still not able to speak with all 23 neighbors. He said Bridges was a good neighbor, thought they were well received in the area, and said they had received no opposition from any of the neighbors. He said one very good neighbor, occasionally asked them to remove vines from the fence so she could watch the children playing soccer. Mr. Gorman said they want to break ground on the new buildings in early spring of 2003, so whenever those structures are complete was when the temporary facilities would be removed, possibly in the late spring of 2004.

Commissioner Flint noted that usually in their motions was a statement saying that the project would be built in substantial compliance with the site plan, and included a specific date. He said the current site plan showed that the permanent classroom would be built at the site of the temporary classroom, so the unit would have to be removed.

Mr. Jeffrey Yentz, Corporate Architect for Centra Health, told the Commission that the cottage on the lower portion of the plan was a two-story building. He said the terrace level was built into the existing hill, and the upper level of the building on grade with the soccer field would be the actual cottage. He said his plan was to construct that building first in order to get rid of the modular classroom as quickly as possible. He said once that was done the other cottage would be built then, the additional parking would conclude the project. He requested that the deadline for removing the mobile classroom be set for May of 2004.

Chair Dahlgren suggested that the deadline for removing the mobile classroom be set for June 2004.

Commissioner Moore asked about the nature trail.

Mr. Yentz said the students at Bridges had an on-site greenhouse that they worked in and he said he envisioned that these students and staff would participate in a sweat equity project in which they would construct the natural walkway with alcoves for sitting and learning about nature. He said he anticipated natural benches, pea gravel, and no hardscape.

Commissioner Flint said if they referred to the date of the site plan in their motion, which included the Master Plan sequence, they should not have to add an additional condition in the motion specifying a certain date for the mobile units to be removed.

Commissioner Wilkins noted that the previous Master Plan included a date for the mobile classrooms to be removed.

Mr. Yentz said the original Master Plan indicated building an addition to the administrative area, but after seeing the need for additional beds they reevaluated their priorities and decided to amend their Master Plan. He said the mobile unit was an eyesore, was not in keeping with the aesthetic campus, was not part of the overall vision, and would be removed as quickly as possible.

After further discussion, Commissioner Pulliam made the following motion, which was seconded by Commissioner Echols and passed by the following vote:

"That the Planning Commission recommends to the City Council approval of the petition of the Bridges Treatment Center for retention of the temporary classroom and construction of building/parking additions in an R-4, Multi-Family Residential District, according to the Master Site Plan revised November 5, 2002, subject to the following conditions:

1. Additional landscaping will be provided in front of the parking area adjacent to Leesville Road. Species and height requirements will be subject to approval of the City Planner and Urban Forester.
2. Proposed buildings will be similar in design to existing cottages and subject to approval of the City Planner. Design of the proposed cottages will be comparable on all sides.
3. Stormwater will be mitigated using a combination of low-impact Best Management Practices (BMPs) to address both quantity and quality of the runoff. Practices are subject to the approval of the Robert E. Lee SWCD Conservation Administrator.
4. A fifty (50) foot natural area will be retained along the eastern property line. Limits of clearing will be clearly marked and inspected by City staff prior to the start of construction.

5. The temporary modular classroom will be removed by June 2004.
6. The property will be developed in substantial compliance with the site plan dated October 31, 2002 and received November 5, 2002.”

AYES:	Dahlgren, Echols Flint, Moore, Pulliam Wilkins, Worthington	7
NOES:		0
ABSTENTIONS:		0



## BRIDGES TREATMENT CENTER

### Narrative

Fifteen years ago, when the Bridges first began, the vanguard program targeted troubled youth who (at the time were primarily suffering from unfortunate addictions whether they be alcohol or drug related or for that matter both). This statement of intent (at the time) was the overview presented to the City of Lynchburg and unfortunately that narrative was never adjusted to meet the contemporary overview of the Bridges campus. We no longer deal with the traditionally thought of drug or alcohol troubled young people, instead we deal with kids who simply have been dealt with a rotten set of cards in the game of life. Where once we targeted teenage males the program expanded to include teenage females. Gradually we went from one 20 resident cottage to now a three cottage arrangement facilitating 62 residents. Our Administrative building has also needed to expand in kind by an enhanced Kitchen and Dining area as well as an indoor gym. The challenge these days is facilitating a very unique profile of young people. Asked ten years ago what we would think would be the youngest resident we would have NEVER even entertained the thought of a 6 1/2 year old child. Unfortunately we now care for kids in that age bracket.

So as we look ahead to a new era of Bridges we need to separate the sexes as well as age groups. All this means is that a revised campus plan is needed to meet both the educational and residential dynamics of such a diversified clientele. Thus the revised Master Plan now in front of the City is to increase our population base by 40 residents (bring the total to 102) and six new classrooms as well as a series of offices/consult rooms. Objectively looking at both the site as well as the staffing needs we do not believe that a further addition to the Bridges scope after this increase will be tabled. IF we grew larger then the quality and character of the program would surely suffer and that is something our corporate credo simply would not tolerate.

So what is Bridges? Bridges is a campus where the students are also full time residents. There are NO personal automobiles allowed on the campus. Any transportation needs to outside programs (like the YMCA) are facilitated by the Centra Health vehicles which are stored off campus. We are NOT a drug and alcohol abuse treatment center we are instead simply a school which dearly cares about making a difference and positively influencing/mentoring impressionable young people who have gotten the short end of the life's "stick".

**Property Address: 2301 Campbell Avenue**

**Owner's Name: Robert L. & Deborah C. Farmer**

**Owner's Address: 2013 Burnt Bridge Road, Lynchburg, Virginia 24503**

**Parcel No.: 050-12-001**

**Assessed Value: Land - \$ 1,250 Improvement - \$ 9,000 Total - \$ 10,250**



**Date of Pictures: November 19, 2002**

**Deficiencies:**

- Front porch steps deteriorated
- Soffit and fascia on front porch deteriorated
- Support columns have peeling paint
- Front porch roof deteriorated
- Foundation deteriorated
- Sections of siding missing
- Windows broken
- Roof deteriorated
- Trash in front yard
- Gutters and downspouts missing
- Window frame on rear, right side of structure deteriorated with sections missing
- Trash, debris and weeds on left side of structure
- Peeling paint on all trim, soffits and fascia



# BRIDGES TREATMENT CENTER

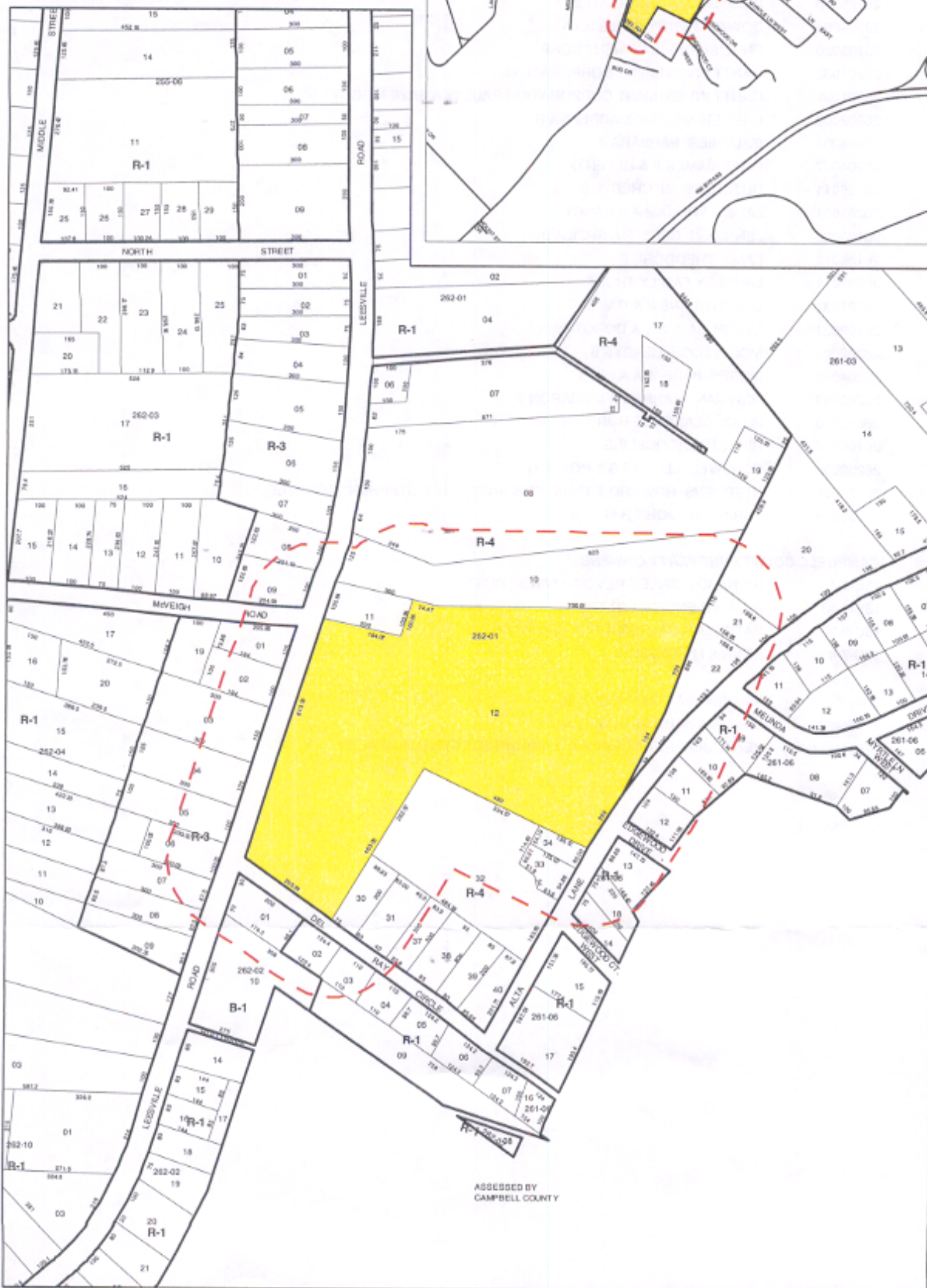
693 Leesville Road  
 Val. Map # 262-01-012  
 Conditional Use Permit Request  
 Petitioner: Centra Health

MAP PREPARED BY  
 THE DEPARTMENT OF COMMUNITY PLANNING & DEVELOPMENT



Subject Property

200 ft Radius



ASSESSED BY  
 CAMPBELL COUNTY